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17. ABSTRACT (MAX. 250 WORDS) Operation Return (New York), Higher Horizons (New York), school's role

Four articles are presented. The first, "A Renewed Effort to Solve the Problem of Dropout," by Monica Bayley, discusses programs in several cities across the country. The four in New York are STEP, Co-op Program, Operation Return, and Higher Horizons. Improvement of the school programs is being undertaken in Columbus, Ohio; Chicago; Miami; Washington, D.C.; Los Angeles; Atlanta; Boston; Pittsburgh; Philadelphia; and Detroit, among others. Recommendations from administrations are also included as well as work study programs.

Hyrum M. Smith and Leonard M. Miller's article, "Doors Were Opened," discusses how community relationships with students may encourage them to remain in school.

"The Scholastic Ability of School Dropouts," by O. Ray Warner, shows through research that no matter how versatile the curriculum, how effective the guidance services, or how many special programs are developed, it will not be possible to keep every potential dropout in school. The home, church, and other societal institutions should assist the school.

The final article, "Enrollment, Teachers, and Schoolhousing," by Carol Joy Hobson and Samuel Schloss, highlights: growth of population; pupil enrollments; high school graduates; classroom teachers; minimum requirements for standard teaching certificates; teachers with substandard credentials; local school districts; classrooms completed, abandoned, or scheduled for completion; pupils on curtailed sessions; and classroom shortage.

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Dropouts TD

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SELECTED REPORTS *and Statistics on* SCHOOL DROPOUTS

- *A Renewed Effort to Solve the Problem of Dropout*
  MONICA BAYLEY
- *Doors Were Opened—A Commentary on the 1963 Dropout Campaign*
  HYRUM M. SMITH and LEONARD M. MILLER
- *The Scholastic Ability of School Dropouts*
  O. RAY WARNER
- *Enrollment, Teachers and Schoolhousing: Highlights From the Fall 1963 Survey*
  CAROL JOY HOBSON and SAMUEL SCHLOSS

Reprint from SCHOOL LIFE
DECEMBER 1963 *and* JANUARY-FEBRUARY 1964

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

A Renewed Effort to Solve the Problem of Dropout

A report on the response to the President's letter

MONICA BAYLEY

Last July 12 President Kennedy sent a letter to heads of governing boards of colleges and universities and to administrators of school districts across the country and asked them to renew their efforts to persuade those who had withdrawn from school to return in the fall. He also asked them to send reports of their progress to U.S. Commissioner of Education Keppel by the end of September.

The replies that have poured into the Office of Education since the middle of August indicate that the educators of this country have an overwhelming concern for the problem of seeing that every child gets an education. By the end of September a substantial percentage of the school districts and institutions of higher education had responded, telling of local plans to support the back-to-school campaign, describing past efforts, and laying out imaginative plans for the future. These responses have provided the material for the article that follows.

The activities described here should not be confused with later projects made possible by allocations to various cities from the President's emergency fund for this past summer's dropout program. Although some of the cities mentioned here did receive funds later for "crash" programs, most of the activities described either were under way by the time the President's letter was received, or were started immediately afterward. What was accomplished through the special efforts supported with the Presidential funds will be analyzed in a later report.

WHAT IS BEING DONE for the young people who, for a multiplicity of reasons, have stopped school short of high school graduation and are now designated by the brief and ominous term *dropout?*

The whole story cannot yet be put together, for it is being written chapter by chapter in school and town meetings, in classrooms and legislative halls. All over America people are taking steps toward solving the problem. Communities, States, and, of late, Federal agencies are spending time, effort, and money to find means of preventing dropouts and to provide training and direction for those who have already left school.

Fifty-seven percent of the districts that have responded to the President's letter report special programs to meet the dropout problem. Eleven percent say that they inaugurated programs after they received the letter.

THE HIGHEST RESPONSE has come from the largest cities, and many administrators of big city school systems not only describe their present programs but go on to describe plans for the future.

New York City points out four programs it considers successful.

(1) STEP (School to Employment Program, which was established by the State legislature in 1960 and which provides funds for seven experimental projects in seven large New York cities). The project in New York City was started in two schools but has been extended to a dozen. It combines three elements—individual guidance, a suitable curriculum, and a job.

In New York City each group of 20 sophomores who are considered potential dropouts are assigned to a teacher coordinator, who spends 2 periods with them every morning teaching basic skills with the aid of special curricular material. For the rest of the morning they attend regular high school classes. In the afternoon they work at neighborhood jobs at which they are supervised, for which they are paid, and for which they receive credit at the end of the term. Students who cannot get part-time jobs are paid a stipend from program funds.

(2) The Co-op program. In 1960 Mayor Wagner in cooperation with the board of education, the personnel division of the City of New York, and the Youth Mobilization Council instituted a plan by which students from difficult environments can get work experience in municipal agencies while they are still in school.

3. Operation Return. Under this program, which was begun in September 1962, two Manhattan high schools are serving as day academic high schools for students who have left high school and will be unable to complete a high school course before their 21st birthday. The program is open to dropouts from all kinds of high schools and is working well.

4. Higher Horizons Programs. This program was launched in 1956 in a junior high school in a slum area. It attacks the dropout problem from 3 directions—through improvement of guidance services, enrichment of the child's cultural life, and education for parents in low socio-economic neighborhoods—and provides remedial classes and after-school study programs. It has been so successful in reducing the dropout rate—40 percent more pupils than previously are finishing high school—that projects modeled on this one have

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Mrs. Bayley is a research and program specialist on the information staff of the Office of Education.

been started in Detroit, Chicago, Milwaukee, Philadelphia, Pittsburgh, St. Louis, and Washington, D.C.

New York City continues to seek new solutions to the dropout problem. When it received its allocation from the President's Emergency Fund, it was ready with plans for two programs—a summer daytime guidance program for potential dropouts and an evening school guidance program.

Columbus, Ohio, which has a student population of 93,000, is working from the premise that the best way to combat the dropout problem is to make broad improvements in the school program. The schools there have made gratifying progress: In 1950, their dropout rate was one pupil out of two; currently the rate is one out of three. They are determined to improve this record. As factors in their success they cite a strengthened and diversified instructional program; smaller classes; an expanded staff of counselors, visiting teachers, and psychologists; new administrative policies including provision for an inservice program for teachers—courses, workshops, and institutes; establishment, at widely distributed centers, of summer courses in reading and arithmetic for pupils in grades 4 through 9; and encouragement of research on dropouts.

Chicago reports that this fall, as part of its established "back-to-school" campaign, it held special orientation days for pupils at the elementary and first-year-high-school levels, and employed attendance officers for an additional week prior to the opening of school to encourage potential dropouts to return.

Washington, D.C., conducted a summer campaign in which all high school officers were asked to visit the homes of students, to work with families and community agencies, and to set goals for the number of dropouts they might get to return to school. For a number of years the District of Columbia has conducted a "quality education" program designed to improve instruction and prevent dropouts. The program covers a variety of methods and projects: Ability grouping, library improvement, basic education (the Amidon plan), a talent search project at the junior-senior-high-school level, a job-conditioning program, special language instruction, scholarships, home instruction for the mentally disturbed, and a therapeutic center for boys who have been dismissed from school as behavior cases.

One junior high school in a project for dropout-prone pupils makes special efforts to give remedial instruction, counsel pupils and their families, and make a work-study plan. It also provides a warm breakfast.

Despite all this, Washington estimated that as of June 30, 1963, it had 4,100 unemployed out-of-school young people between the ages of 16 and 21; most of them were male, and most had been out of school for 2 or 3 years and had been unable to find satisfactory employment. By August 1 the Department of Adult Education, Vocational Education, and Summer Schools was operating a number of evening schools and a Youth Vocational Project (under the Manpower Development and Training Act), and had made plans to start eight more training courses in the fall.

MANY SCHOOL DISTRICTS report *new* local efforts to support the national campaign.

In *Los Angeles,* the Board of Education on August 1 approved a pilot project in a senior high school that had a high dropout rate; on August 12 it established another in a second senior high school. In addition, special community groups were formed throughout the city, and bulletins were sent through 1,300 teachers to more than 39,000 students.

In *Atlanta,* American Legion Post No. 1 has approved spending $3,000 of its budget to provide scholarships for the stay-in-school campaign.

In *Boston,* the school committee planned a stay-in-school week starting August 25. Some 1,600 letters were sent to the previous year's high school dropouts, inviting them to attend guidance clinics set up by the school system's vocational guidance department in 6 high schools. Dropouts were offered a new chance to return to school, to get training for a better job, or to obtain part-time or full-time employment.

In *Miami,* school officials have been concerned about the fact that the class graduating from high school in June should have had 2,500 more members than it did. On July 30 the school board called a first-of-its-kind meeting: educators, local government officials, and other community leaders met to map both an emergency and a continuing countywide campaign against dropouts (the Miami district includes all of Dade County, which has a school population of about 190,000). The meeting resulted in the proposal of several measures: Changing the curriculum to meet the needs and stir the interest of potential dropouts, expanding the community school evening classes in "depressed" areas, improving reading instruction in the lower grades, establishing free nursery schools and kindergartens at key points and getting volunteer workers to take the place of older children as babysitters for working mothers, asking good students to tutor slow ones in their own schools, and assigning more visiting teachers.

In *Kewanee, Ill.,* Community Unit District 29 is trying something new this fall: for students who come into high school with poor grade school records it is providing a special curriculum designed to build up their confidence and encourage them to try harder.

In *Winnetka, Ill.,* the New Trier Township High School is supplementing its regular offering of four to five courses in each major academic subject in each grade level (each course is designed to serve a particular level of scholastic aptitude) with a special course combining English and social studies—a course designed for the "reluctant learner," the student whom the school has found most likely to drop out.

Paterson, N.J., is offering a pro-

gram with several features: More time for teachers to aid students, a revised marking system based on a better technique for evaluating the students' work, a fine-arts curriculum, a complete guidance program, and a reading center for students who read below their grade level. The program includes a study in which exploratory work is being done to learn more about the personal characteristics of dropouts, so that the schools will have additional information to help them identify potential dropouts early.

The program also includes guidance from the kindergarten through the 12th grade. A full-time director of the evening school program has been added to the staff. He plans his daily program in coordination with the high school principals so that he can interview each student who decides to leave school, and to do so *the minute the student's decision becomes known to the principal;* the purpose is to get the student registered for evening school before he leaves day school. The Paterson schools also have made two additions to their technical and vocational evening program: an apprenticeship program, in which over 1,000 students are enrolled, and a pre-employment program.

In *Pittsburgh* the school system has identified the 10 secondary schools with the highest dropout rate. Counselors in these schools met in orientation sessions at the end of July to prepare themselves for 5 days of intensive counseling of the dropouts and their parents in August.

In *Philadelphia* the Chamber of Commerce, in cooperation with the board of education, this past summer waged an all-out campaign to convince dropouts to return to school. The Chamber had previously initiated a program of job retraining but did not consider it a substitute for "the strong educational foundation every teenager should gain by completing high school." The Chamber pointed out evidence of the connection between dropouts and large-scale unemployment: Out of a total of 7,000 dropouts in the city the previous school year, only 1,728 had jobs.

In *Detroit* a full-scale stay-in-school campaign was launched in August by the Women's Advertising Club in cooperation with the board of education. It was timed to start when the superintendent of schools announced that counselors would be available to work with 2,700 dropouts and several hundred potential dropouts. Weeks of volunteer planning and work by public information specialists, artists, copywriters, and researchers went into the campaign. Newspapers, announcements on radio and television, bus cards, and displays were used to alert the city. Fact sheets were widely distributed to announce the vocational training opportunities offered by the schools and the classes that students could attend and still be employed part time.

The *Colorado Springs, Colo.,* schools have a special program for the educable mentally handicapped that has substantially reduced the number of withdrawals from school. The program has been in operation for 9 years; it began at the elementary level, was extended through the senior high school, and this year graduated a number of students.

The *Pasadena, Calif.,* schools initiated project HOPE (Higher Opportunities in Pasadena Education) nearly 3 years ago to provide special educational opportunities and additional services for boys and girls with cultural and educational handicaps. Under this project the schools have worked out a team approach to the problems of the non-verbal, chronically low-achieving student. A team of three teachers at each of three

Keeping students in school—the end and the means

THE RESPONSES TO THE PRESIDENT'S LETTER have been most encouraging. They indicate that all over the country people are awaking to the serious social problems implicit in the dropout statistics and are taking action to prevent students from dropping out of school. After reading hundreds of replies, however, I have two reasons for concern.

One is that by emphasizing the dropout problem we may be led into thinking that any action which keeps youngsters in school is in itself good. The fundamental goal is not merely to keep children in school but to educate them. The test of success, therefore, is not merely the reduction of the dropout rate but the improvement of the educational product. Staying in school is but a means to an end—not an end in itself.

My second worry is the degree to which the replies reveal a reliance upon vocational education as *the* solution to the dropout problem. Those who drop out more than likely have had difficulty in the fundamentals of reading, mathematics, and logical thinking; merely shunting them into job training is no solution. It is true that a good vocational program with high quality basic education built into it is often the best way to help a youngster gain a good education, but frequently the use of vocational education to keep a youngster in school covers up the fact that he has failed to acquire proficiency in the fundamental skills. This is as much a travesty of good vocational training as it is of the true meaning of "staying in school." We misuse vocational education when we look to it alone to solve the problem; our reliance on it should not be allowed to divert us from the real, but admittedly difficult, problem of finding ways to educate where we have failed before.—FRANCIS KEPPEL, *U.S. Commissioner of Education.*

grade levels—10th, 11th, and 12th—both provides guidance and teaches academic subjects. The results are positive; students react favorably. Some students have progressed enough to return to regular classes; and since this team effort began, in February 1962, there have been almost no disciplinary referrals. In January 1963 the superintendent of schools, with the approval of the board of education, appointed an advisory committee of lay citizens and educators; this committee has developed a plan by which the community helps to provide cultural opportunities for disadvantaged children.

In *Keokuk, Iowa,* the Community School District has begun an extensive program called "Operation Concern," in which it continually evaluates and reevaluates its attempts to solve the dropout problem. The program is based on the idea that schools should take the initiative in marshaling family and community resources to reduce the students' failures and the school's shortcomings in meeting students' needs.

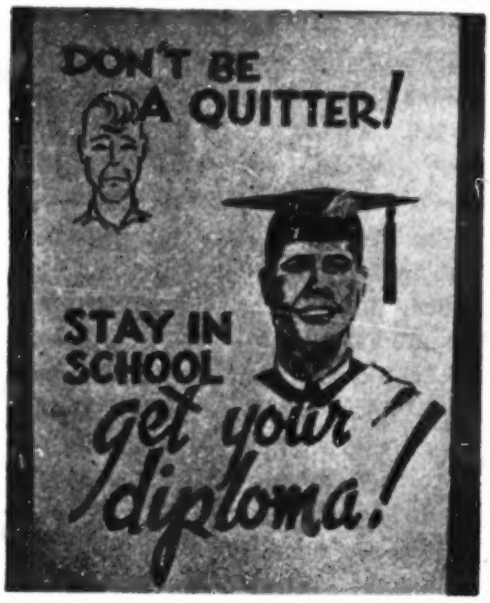
In *Chatham, N.J.,* the president of the board of education has proposed a plan to encourage all dropouts who have neither a diploma nor an employable skill to obtain one or the other or both before they reach age 25. The plan calls for identification of all students who dropped out over the past 10 years, assignment of counselors to work with them, arrangements with other schools or training institutions to assist the program, and periodic progress reports to local school authorities.

Lower Burell, Pa., has expanded transportation facilities to include jitney service to remote rural areas that have school-age population. Young people in these areas can no longer use "lack of transportation" as an excuse for dropping out.

In *Dunkirk, N.Y.,* the public schools have assigned teachers who speak Spanish to help Puerto Rican students overcome their educational problems.

In *Melbourne, Fla.,* members of the high school student council have worked out a plan for counseling classmates who have been spotted as potential dropouts. This past year they retrieved 6 of the 18 they had set out to help.

In *Plymouth, Mich.,* the Y.M.C.A. this past summer provided funds to enable a high school counselor to spend the summer working with dropouts, unemployed young people, and disadvantaged persons of all ages.



Many schools use posters in their summer campaigns to get dropouts to return to school. This one comes from the Cedarhurst, N.Y., schools.

RECOMMENDATIONS FROM ADMINISTRATORS both of school districts and of institutions of higher education indicate much enthusiasm for more vocational training. Such training at both the high school and the junior college levels will do much, they say, to relieve the shortage of technicians and to solve the dropout problem. Many districts are exploring the possibility of establishing, in cooperation with local industries, technical schools to serve large areas whose people need technical training and retraining. Reports to the Commissioner contain such comments as those quoted or described here.

Fairview, N.J.: "It is our firm belief that there are not sufficient facilities for vocational training in our area. Existing vocational schools are very selective and we find only those with a relatively high academic standing are accepted. This inequity would be greatly reduced and the opportunities for many applicants equally enhanced, if there were more schools for vocational training. If federal aid could be extended to these areas, there is no question that there would be a significant reduction in the number of dropouts and equal opportunity for all."

Berkeley Heights, N.J.: "Students who are sincerely committed to a definite vocational or educational objective generally do not drop out of school. This commitment must be a valid one—the result of considered action based upon pupil desire and capability, parental involvement, and the recommendations of qualified guidance personnel and, where necessary, the school psychologist—if each student is to be assured a reasonable chance for success."

Dearborn, Mich.: "We feel that the greatest need in this field is not simply to encourage students to remain in school, but to provide programs which will make it possible for them to remain." This district selected, for interviewing, 400 persons—both graduates and dropouts—who had been enrolled as ninth-graders in 1954–55 or 1957–58. The interviewers sought to find out how these persons had reacted to their curriculums and what had happened to them after leaving school. This fall the findings are being given to a vocational advisory committee, made up of lay members and school staff, for use in evaluating the district's vocational education program. In the light of the findings, a group of representatives of business, labor, and industry will inspect facilities, review offerings, and suggest changes.

Olean, N.Y.: "The Olean City Schools, together with some 30 neighboring school districts, are unanimous in recognizing the critical need for the establishment of an area technical and vocational school in Cattaraugus County. This would include all of Cattaraugus County and the western part of Allegany County serving a

total school population of approximately 18,000 students."

Freeport, Ill.: "An increased vocational program" is one of the means by which the school board here hopes to combat the dropout problem. An addition is being made to the school plant to house a new program of power mechanics and an electronics laboratory.

North Andover, Mass.: "To meet the needs of students who find no significant training program in our general high schools," this district is establishing a new regional vocational high school.

Fairbanks, Alaska: "It is also clear to the board that the opportunities for vocational training within the public schools are limited." The district is expanding this program: it is hiring a director of vocational education, initiating an adult education program, and creating a citizens' advisory committee to work with the professional staff.

Colorado Springs, Colo.: "Among all the various procedures used to combat dropout, the most effective one has been . . . our vocational and industrial arts program, both the school program and the evening program for adults, who in many instances are former high school dropouts."

MANY WORK-STUDY PROGRAMS, either in progress or planned, are described in the replies to the President's letter. Students in these programs attend school part of the day and work the rest; they receive credit for satisfactory job performances, and some are paid for the work they do. They are counseled throughout their course of study. Most projects of this type require the cooperation of school authorities, parents, and officials of local industries and business firms to make the jobs available. Some examples follow:

Southfield, Mich., initiated a work-study program in September in cooperation with the Bell Telephone Company. Ten girl students are enrolled in the program.

Washington, D.C., has a special junior high school project for dropout-prone students. Students spend half of each day getting practical training in printing, electrical work, or domestic work. Some work as nursery aides and hospital attendants.

Canton, Ohio, in September added to its school system a diversified work experience program for selected students with low academic ratings and students in special education programs. The spokesman for Canton says: "Schools must take the initiative in creating an attitude of respect for and interest in service occupations such as those of laundry worker, chef, waiter, and barber. Through such means as job definitions and on-the-job experience, potential dropouts can be convinced that service occupations are essential to American's welfare. Canton's school system, which has a student population of almost 23,000, includes, in addition to 27 elementary schools and 3 comprehensive senior high schools, a vocational high school, a technical institute for persons in the 13th and 14th grades, an adult evening school with a high school division, and an extensive summer program.

The Elkton-Pigeon-Bay Port District, Huron County, Mich., has begun a program in cooperation with local industry. Seniors in the program work half of each day as apprentices under the supervision of an instructor.

Union Township High, Union, N.Y., permits seniors in a special program to work as apprentices in the afternoon. Eight local firms are cooperating. Students are paid at the same rate as regular apprentices and are assigned to work that is "interesting, not just simple or repetitive."

IN COLLEGES AND UNIVERSITIES, the replies indicate, the dropout problem is not acute as it is in most high schools. Many institutions of higher education are trying to help the high schools in their own communities, as these examples show:

Lehigh University, Rochester Institute of Technology, Lake Forest College, and *Franklin and Marshall College* all have initiated projects in which their students tutor potential high school dropouts.

Eastern Michigan University this year sponsored a 2-week presummer session workshop to review research on high school dropouts. A published report from the workshop provides a comprehensive survey of the characteristics of dropouts, the reasons for their leaving school, the attitudes of parents, employment opportunities, job satisfactions and dissatisfactions, leisure-time activities, and continuing education.

At Fordham University the school of education plans to have all student teachers work on the dropout problem—in their classroom work, in guidance sessions, and in practice teaching. The university holds that elementary school teachers as well as high school teachers need to be prepared to meet the problem: many if not most of the young people who drop out of school became inclined to do so while they were still in the elementary school.

The Daytona Beach Junior College offers courses in occupational preparation to the students of high schools in its area. Students attend high school half a day and are then transported to the junior college campus for the rest of the day.

Jamestown Community College (New York) summarizes well the services of the community colleges: "We are deeply concerned about those who start but never finish their formal education even in this, a 2-year college. We encourage those who have not finished high school to take the equivalency examination and we readily admit those who pass to full standing. We also admit students on a nonmatriculated basis who have serious deficiencies, offering them an opportunity first to improve their reading and writing skills, and second to

take specialized courses for vocational improvement . . . upon completion we issue to those people certificates whereby they may prove to their employers that they have developed competence in specified courses of study."

California junior colleges, a California educator writes, "provide a second and third chance for a greater percentage of the total population than the colleges in any other State." He adds that the junior college has much more to offer the would-be dropout than the 4-year institution that limits most of its offerings to preprofessional and academic education. But he says that junior colleges have not yet met all problems of the dropout.

ALTHOUGH MOST OF THE REPLIES indicated a primary concern about dropouts, many reported on equal opportunity programs in which the schools were involved. About twice as many insitutions of higher education as school districts reported that they were engaged in such civil rights programs in their communities. Many reported new programs.

Among the reports from colleges are these:

The University of Michigan has a committee working on methods for getting more nonwhites on the faculty, for helping Negroes to complete their professional training, and for developing high school programs for academically qualified nonwhite students. The university and *Tuskegee Institute* have established a program of mutual assistance—assistance to the institute in development of staff and assistance to the university in identification of potential staff.

Colby College in Maine has for several years had an exchange program with *Fisk University:* Students from the institutions have opportunities to exchange places for a semester.

Wellesley College has a new program which makes it possible for nine young Negro women students from nine different southern colleges to have a "Junior Year in the North" at Wellesley. These students are nominated by their own colleges and selected by a joint committee of representatives of the United Negro College Fund and Wellesley.

Indiana University, which has itself been integrated for some time, recently set up a requirement for off-campus housing: The university will list only those operators of student housing who agree not to discriminate among students on the basis of color.

Other activities reported by institutions of higher education include workshops on racial problems in large cities; setting up funds for scholarships designated for minority groups; encouraging student volunteers to tutor promising Negro high school students; participation of faculty members in biracial commissions for the community or area; and establishing human relations commissions.

Local school districts reported such projects and activities as these:

The *San Francisco* district has helped with the organization of a Youth Opportunities Center which went into operation this past summer in a heavily populated Negro neighborhood. The project, which was begun with funds from the Ford Foundation and the Federal Government, coordinates the efforts of public and private agencies to provide youngsters with marketable skills and to encourage business, industry, and government agencies to open jobs to these youngsters. The project is intended to be a 3-year test of methods which may be applied to other parts of the city and to other cities in solving youth unemployment problems.

In *Norfolk, Va.,* the city school board reports, a Negro attorney was recently appointed a member of the board. He is the first Negro on this board in the history of the city.

Other school districts also reported a number of activities, such as formation of biracial committees of presidents of their local parent-teacher associations; giving consideration to racial balance in revising school boundaries, selecting sites, and modifying school-plant facilities; and the appointment, by the mayor, of a biracial committee and an education committee to see that there is no discrimination in the city's schools.

IT IS CLEAR from the replies to President Kennedy's letter that the methods which school and college officials consider most effective in combating the dropout problem are the counseling of students and parents; special studies leading to curriculum changes, more flexible student schedules, improved teaching methods, and the development of new technical and vocational education programs and expansion of those in existence.

It is also clear that there is a general feeling among those who responded to the letter that the related problems of reducing the number of dropouts and of establishing racial equality are best solved through concerted community efforts. In all parts of the country, representatives from all levels of education, business and industry, labor and agriculture, and civic organizations are pooling their talents to seek solutions.

Wherever progress has been made, the reports show pride in the accomplishment. But they show no complacency—only a continuing concern for the future.

Design for Dropout Study

ON OCTOBER 13–15 the Office of Education and the National Education Association joined forces in a conference they called to discuss the design for a study of school dropouts. Specifically staff members of the two agencies wanted to get the ideas of schoolmen from the States on the best methods of collecting comparable data on students who drop out of school, on the value of data to guidance and other officials, and on launching a dropout study. Seventeen States were represented.

The NEA's Project on School Dropouts will use the ideas expressed in a handbook it is preparing and has scheduled for publication in the last quarter of fiscal year 1964.

DOORS WERE OPENED

A Commentary on the 1963 Dropout Campaign

HYRUM M. SMITH AND LEONARD M. MILLER

The authors of this article have drawn on reports recently received by U.S. Commissioner of Education Keppel from the cities which last August received allocations from President Kennedy's Emergency Fund for campaigns to keep dropouts and potential dropouts in school. The President had contributed $250,000; most of the money was allotted to the 25 largest cities in the country; and the rest was given on a first-come-first-served basis to school districts ready and willing to make immediate use of it.

The idea of having these campaigns grew out of three meetings held in Washington last summer to consider what should be done to see that every person has an opportunity to get a good education and takes advantage of it. On June 19, at President Kennedy's invitation, 250 educational officials from all over the country—heads of local school boards, presidents of colleges, college trustees, city superintendents, State commissioners of education, and heads of educational organizations—met at the White House; on July 5 several city superintendents met with Commissioner Keppel; and on July 13 a large group of city superintendents, together with the chairmen of their school boards and their local welfare officials, met with Commissioner Keppel and U.S. Commissioner of Welfare Winston.

WHEN SCHOOL DOORS swung open last September, students returned to their classrooms in unprecedented numbers. Many of them were students who had been thinking of dropping out but who had changed their minds. Others were students who had left a year or more ago but had decided to return for another effort.

Their decision to return resulted directly from the dropout campaign conducted last summer at the urging of President Kennedy and with the help of $250,000 from his Emergency Fund. Sixty-three communities in 23 States and the District of Columbia participated in the campaign using funds he made available. Many persons in these communities worked to make the campaign a success, but it was the school counselors—1,375 in all—who provided the guidance services. Judging by the number of students influenced, the school-community campaign brought results:

59,300 actual and potential dropouts were contacted; 30,361, or 51 percent, of this number returned to school in September; 28,078, or 92 percent of those who returned were still enrolled as of November 1.

But the benefits of this brief period of concerted activity go far beyond the return of students to school. The public reacted enthusiastically and began to recognize the dimensions of the dropout problem more clearly than ever before: such recognition is a necessary preliminary to action. Equally important, the schools took a sharp look at themselves and considered anew the need for important changes.

Here are some of the things school systems have turned their attention to in helping the students who returned:

1. Improved personal counseling to help students realize their goals, select appropriate courses of study, and find ways of overcoming their problems
2. Special classes, after-school study programs, tutorial help, and other means of giving students the individual attention they need to do better scholastic work
3. Release of certain students from fixed school regulations to allow them to take the courses they want and need, or to study part time so that they might take only the few courses they want and need to graduate, or to take a part-time job. In one school a student gave full time to remedial reading and another took only two mathematics courses
4. Improved cocurricular offering to make the school more interesting and attractive
5. Greater involvement of the school with the community, including welfare and other public agencies, to meet students' social and economic needs that have a bearing on their attendance and success in school.

Schools which had not had regular dropout programs before the summer of 1963 used the opportunity offered by the campaign to study the various possibilities open to them for increasing the opportunities for the students who had returned. Almost without exception, reports of the campaigners deplored the fact that there was little time to be helpful to the students returning to school this fall. They urged the necessity of solving underlying problems and of adapting school programs to the needs of all students.

Campaign plans

Not all communities or schools within a community used the same plan in their dropout campaign. Some schools got in touch with students who had dropped out a year or two ago and urged them to return to complete work for their high school diplomas. Other schools checked last year's enrollment records to find out which students were planning to drop out before the new session started.

Still others attempted by questionnaire or interview to find the reasons

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students had dropped out, as a preliminary step to planning school programs to help returning dropouts, to preventing dropouts in the future, and to working with other agencies to alleviate personal and economic pressures connected with ability to attend school.

A number of schools, predominantly those with problems of widespread community apathy or school failure, inadequate facilities, or staff actively opposed to curriculum changes or to providing for the needs of all students, tried by various means to make the community more aware of the value of education.

In school districts in which the value of education is generally known and accepted and in which school officials have been investigating dropouts and potential dropouts for a number of years, other plans were followed. For example, schools in such districts experimented with tutorial and remedial programs (especially in teaching reading), flexible programing, expanded vocational opportunities, work-study programs, broadened cocurricular offerings, and improved guidance procedures.

The most impressive results were obtained from concerted, united community effort—when schools, welfare agencies, businessmen, parents, employment agencies, churches, community groups, and news media planned together for complementary activities. Face-to-face conversation with dropouts and their parents achieved the best response.

Why students returned

Students returned to school for several reasons, but one of the major reasons was the personal interest shown them by school staff members. The students themselves frequently acknowledged this fact in such comments as "I didn't know anybody cared about me." And once the students accepted the interest as genuine, that the attention paid them was directed at their own needs, they forgot their resentment over past experiences and voluntarily attended study-help sessions conducted during the summer and in after school hours. Such sessions were responsible for rebuilding the confidence of thousands of students in their ability to complete academic programs.

A second reason for students returning to school was their experience as dropouts. Students who had left school to work but had been unable to find jobs returned because they "were tired of sitting around." Most of the dropouts who had found work held low-level jobs which not only brought in an unsatisfactory income but held no promise for the future. When they found, as they said, "You can't get anywhere without a high school diploma," they returned to school to raise their level of education, to improve their job skills, and to get their diplomas.

A third reason for students' returning to school was the pressure exerted by their parents. It is very likely that at least some parents who steered their children back to the classroom had been influenced by the campaign.

Some students had left school because of forces outside their control—poor health, for instance, and the fact that they were needed to help support their families or to take care of younger brothers and sisters. During the campaign many of these conditions were improved with the help of welfare agencies. The students were then free to return to school part time or full time.

Evening school, special schools, classes for young adults, and programing to meet individual needs prepared many who had been considered to be "hard core" dropouts to return to school.

A few schools and communities reacted negatively to the campaign—with attitudes ranging from apathy to antipathy. Some students and their parents, feeling that the schools had failed them, asked what use there could be in another chance. A few students were outraged that the schools from which they had escaped were still trying to tell them what to do. Some parents believed, they said, that the schools were infringing upon the privacy of their homes. And even some teachers and administrators believed that students should do all the adapting that had to be done. A few teachers and other school staff members openly resented the fact that boys and girls whom they considered as undesirable elements and who, they believed, would be disrupting influences were being urged to return to classes. However, such staff members were very much in the minority.

In the majority of the communities in which dropout campaigns were waged last summer, there was "vast, eager, spontaneous participation," to use the words of one school superintendent. Even participants who at first were only lukewarm to the campaign idea had a change of heart and expressed strong hopes for the future as a result of these activities.

Administrators were grateful for the unexpected funds especially earmarked for this purpose. "We couldn't have financed the project from local sources," several said. Others commented, "There is so much we would like to do for the young people that we cannot because of budgetary limitations and crowded school buildings."

Counselors appreciated this opportunity to carry out guidance activities unhampered by other school-related duties. "If we had this freedom all year, we could really do something about preventing dropouts," was a typical comment. Many persons expressed the hope that counseling services would be expanded in both the junior and senior high schools and made more easily available in elementary schools. This expansion would serve the purpose not only of helping all students make wise personal-interpersonal, academic, and vocational decisions but also of identifying potential dropouts early, when remedial action is most beneficial. As one counselor put it, "How much more effective it would be to be able to counsel the student before he drops out."

Most reports emphasized the community relations value of the summer campaign. "The sense of unity achieved as the community joined with the schools to help the youth . . . was profoundly impressive and no less beneficial to the adult participants than to the youth who were helped," the superintendent of schools in one of the Nation's larger cities said.

The Community Approach

Here is an example from many similar reports showing the value of wide community effort in salvaging individual dropouts.

A boy just beyond the age of compulsory attendance left school because he had to help support his mother and several half-brothers and half-sisters. His youth and lack of experience and education made it impossible for him to find a job to meet his needs. He wanted to return to school, but could not because of his heavy responsibilities and his lack of money even for essentials such as food, clothing, and bus fare. Moreover, he did not find in the district in which he should have enrolled a course of study that would help him reach the vocational goals he had at the time.

After consultation with the boy, a school counselor in cooperation with an excellent all-community dropout committee considered his problems and met them one at a time. In a neighboring school they found a suitable program offering the shop courses he wanted as well as the English and mathematics courses he needed, and in his own home town they found a job for evenings and weekends which made it possible for him to contribute to the support of his family. Funds made available by a local businessman provided a small loan to take care of his immediate financial needs for lunch and bus fare until he received his first paycheck, and the Mutual Help Agency supplied him with the clothing he needed. The school counselor provided him with school books.

Hundreds of similar cases solved with community ingenuity in the 1963 summer dropout campaign proved beyond a doubt that people really want to help.

"Doors were opened," one guidance supervisor said, "and our concern now is to provide a school program which will keep in school those who did return."

1964–65 NDEA Counseling and Guidance Institutes

In 1964–65 the Office of Education will support 64 counseling and guidance training institutes at a cost of $7.25 million through title V–B of the National Defense Education Act. There will be 25 regular session institutes (full academic year) for 750 participants and 39 short-term institutes (summer only) for 1,200 counselors, conducted by colleges and universities under contract with the Office. The purpose of the institute program is to improve the qualifications of secondary school counselors or teachers preparing to become counselors.

Application to attend an institute must be made to the sponsoring institution, not to the Office of Education. The names of the institutions are:

Academic year 1964–65

ALABAMA: University of Alabama.

CALIFORNIA: University of Southern California.

FLORIDA: University of Florida.

GEORGIA: Atlanta University; University of Georgia.

ILLINOIS: University of Illinois.

INDIANA: Indiana University.

KENTUCKY: University of Kentucky.

MASSACHUSETTS: Boston University.

MICHIGAN: Michigan State University; The University of Michigan.

NEW JERSEY: Rutgers, The State University.

NEW YORK: New York University; State University of New York at Buffalo; Syracuse University.

NORTH DAKOTA: University of North Dakota.

OHIO: The Ohio State University; University of Toledo.

OKLAHOMA: Oklahoma State University of Agriculture and Applied Sciences.

OREGON: Oregon State System of Higher Education.

PENNSYLVANIA: The Pennsylvania State University.

PUERTO RICO: University of Puerto Rico.

TENNESSEE: University of Tennessee.

TEXAS: University of Texas.

WYOMING: University of Wyoming.

Summer institutes

ALABAMA: University of Alabama.

ARIZONA: University of Arizona.

CALIFORNIA: Fresno State College; Long Beach State College; Sacramento State College; San Diego State College.

COLORADO: Colorado State University.

GEORGIA: University of Georgia.

IDAHO: Idaho State University.

ILLINOIS: Loyola University.

INDIANA: Purdue University.

KANSAS: Kansas State College of Pittsburg.

KENTUCKY: University of Kentucky.

MAINE: University of Maine.

MARYLAND: University of Maryland.

MASSACHUSETTS: Boston University.

MINNESOTA: University of Minnesota, Duluth; University of Minnesota, Minneapolis.

MISSOURI: University of Missouri.

NEW JERSEY: Rutgers, The State University.

NEW YORK: State University of New York at Buffalo; Syracuse University; Hunter College.

NORTH DAKOTA: University of North Dakota; North Dakota State University.

OHIO: The Ohio State University; Ohio University.

OKLAHOMA: Oklahoma State University of Agriculture and Applied Science.

PENNSYLVANIA: University of Pittsburgh.

RHODE ISLAND: University of Rhode Island.

SOUTH CAROLINA: South Carolina State College.

TENNESSEE: George Peabody College for Teachers; Tennessee Agricultural and Industrial State University; University of Tennessee.

TEXAS: North Texas State University; University of Houston; University of Texas.

VIRGINIA: Virginia State College.

WASHINGTON: Central Washington Stage College.

WEST VIRGINIA: Marshall University.

The scholastic ability of school dropouts

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[This article will appear in a future issue of School Life in substantially the same form as it appears in this publication.]

OUR COUNTRY'S FREEDOM and security are threatened when its youth are not educated to their maximum potential. Today, responsible citizens, particularly educators, think that almost every boy and girl should complete high school. The tremendous waste involved when a boy or girl drops out of school affects all citizens in the form of increases in welfare cost, crime and juvenile delinquency, unemployment, and many other burdens to our economy. The greatest loss, however, is in human talent and the contribution this talent could make to our way of life and our significant role in world leadership.

If the current rate continues, about 7.5 million students will drop out before graduating from high school during this decade. About 2.5 million will not go beyond the eighth grade. In fact, 34 percent of the 1955–56 fifth-graders failed to graduate from high school in 1963. Among these dropouts were tens of thousands who had the scholastic ability to complete post-high-school vocational-technical programs and thousands who could complete college. The scholastic ability of these students and the unique contribution they could make to our society are a national resource that has been neglected for too many years. But, more importantly, the restriction of self-realization that accompanies withdrawal from school before a student's maximum potential has been realized is one of the most devastating aspects of the Nation's dropout problem.

In most of the States, students are usually considered in need of special education when their I.Q. falls below 75 or 80 on an individual standardized intelligence test administered by a qualified examiner. Many post-high-school vocational-technical schools are reluctant to accept students who have I.Q. scores less than 90. Consequently, there are generally no special high-school or post-high-school programs provided for students with I.Q.'s between 80 and 89.

Conant [1] suggests that of the high-school graduates, approximately 20 and 25 percent have the ability to succeed in a college program. The U.S. Department of Labor, Bureau of Employment Security, indicates in the *Guide to the Use of the General Aptitude Test Battery* [2] that a minimum aptitude "G" score of 110 is needed to complete a 4-year college program. A "G" score is defined as general learning ability and is closely related to doing well in school: the ability to "catch on" or understand instructions and underlying principles; the ability to reason and make judgments. The score is derived by combining 3 of the 12 subtests of the General Aptitude Test Battery, three dimensional space, vocabulary and arithmetic reasoning. Using 9th-grade norms, a "G" score of 110 is equivalent to the 86th percentile; using 10th-grade norms to the 80th percentile, and using adult norms to the 69th percentile. Jex [3] found that students who obtained a "G" score on the General Aptitude Test Battery of less than 110 would have extreme difficulty in obtaining a degree at the University of Utah. One would have to obtain an I.Q. score of 110 on the Stanford Binet Intelligence scale to be included in the top 30 percent of the population.

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[1] James Bryant Conant. *The American High School Today.* New York: McGraw-Hill Book Company, 1958. pp. 21, 61, and 89.

[2] *Guide to the Use of the General Aptitude Test Battery.* U.S. Department of Labor, Bureau of Employment Security, Publication No. B–1002. Washington, D.C., 1962. (Section II, Norms.)

[3] Frank B. Jex. *University of Utah Studies in the Prediction of Academic Success.* University of Utah. Monographs in Education, Vol. 1, No. 1, July 1957.

Table 1.—Scholastic ability of school dropouts

	Place of study	Students who can generally benefit from special education programs		Students who generally have no special high school or post-high school program provided		Students with vocational-technical potential		Students with collegiate potential		Totals	
		Below 80 I.Q.		Between 80–89 I.Q.		Between 90–109 I.Q.		I.Q. 110 and Above			
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
PART I Statewide	Connecticut	1,035	20	837	16	2,738	53	564	11	5,174	100
	Ohio	1,476	23	1,641	25	2,829	44	497	8	6,443	100
	Utah	165	13	248	20	683	54	170	14	1,266	100
	Totals (Part I)	2,676	21	2,726	21	6,250	49	1,231	9	12,883	100
PART II Citywide	Bridgeport	39	16	54	22	134	50	29	12	256	100
	Kanawha	300	28	200	19	522	49	48	5	1,070	100
	St. Paul	54	2	232	10	1,317	56	748	32	2,351	100
	Syracuse	32	14	58	25	124	53	22	9	236	100
	Tucson	56	8	122	18	391	58	100	15	669	100
	Totals (Part II)	481	10	666	15	2,488	54	947	21	4,582	100
	Totals (Parts I and II)	3,157	18	3,555	19	8,738	50	2,178	13	17,465	100
PART III Other	U.S. Department of Labor	1,012	25	819	20	1,945	48	256	6	4,032	100
	Totals (Part III)	1,012	25	819	20	1,945	48	256	6	4,032	100
	Totals (Parts I, II, and III)	4,169	19	4,211	20	10,683	50	2,434	11	21,497	100

Using the standardization information from this scale, these proportions of the population scored as follows:

8.2 percent, less than 80;
14.5 percent, between 80 and 89;
46.5 percent, between 90 and 109;
30.7 percent, 110 and above.

According to the above statements, therefore, dropouts discussed in this article have been grouped into four categories: Students who are usually considered in need of special education programs who have I.Q.'s below 80; students who have I.Q.'s between 80 and 89, but who generally have no special high-school courses designed for them; students who have I.Q.'s between 90 and 109 and the scholastic potential to complete vocational-technical programs; and students with I.Q.'s of 110 and above who have the scholastic potential to complete collegiate programs.

Evaluation of three statewide studies, one U.S. Department of Labor study involving seven communities, and five studies conducted by city schools that involve a total of 21,497 dropouts indicates the range in scholastic aptitude of school dropouts. Table 1, which summarizes these studies, indicates that approximately 19 percent of this sample of the Nation's dropouts are reported to have I.Q.'s of less than 80, and about 20 percent, between 80 and 89. Table 1 also shows that of these dropouts, approximately 50 percent have I.Q.'s between 90 and 109, with the scholastic potential to complete post-high-school vocational-technical programs, and approximately 11 percent have I.Q.'s of 110 and above, with the scholastic potential to complete a collegiate education.

Using the prediction of 7.5 million dropouts during the decade of the Sixties and the categories of scholastic ability outlined in this article, 825,000 students will drop out of school between 1960 and 1970 who have the scholastic potential to complete a college program, or 82,500 per year; 3,750,000 students will leave school before graduation who are potentially able to complete post-high-school vocational-tech-

Table 2.—Number and scholastic ability of students who dropped out of school before graduation

	I.Q. scores				Totals
	110 and above	90–109	80–89	Below 80	
Number of fifth-grade students entering school in 1950 who dropped out of school before graduation in 1958	121,000	550,000	220,000	209,000	1,100,000
Number of fifth-grade students entering school in 1955 who dropped out of school before graduation in 1963	114,400	520,000	208,000	197,600	1,040,000
Percentage breakdown of I.Q. scores	11%	50%	20%	19%	100%

nical programs, or 375,000 per year. In addition, approximately 1,500,000 who have I.Q.'s between 80 and 89 will drop out of school with little or no vocational preparation and with few post-high-school training or educational programs available to them, or 150,000 per year. The 1,425,000 students with I.Q.'s below 80 who will withdraw from our public schools before graduation have few limited training programs open to them, and consequently will be added to the swelling numbers of unemployed, juvenile delinquents, and welfare cases at the average rate of 142,500 per year.

Forty-two percent of the fifth-grade students entering elementary schools in 1950 dropped out of school before graduation in 1958, and 34 percent of the fifth-grade students entering elementary schools in 1955 dropped out of school before graduation in 1963. Using these respective enrollment figures, the respective dropout rates and the percentage of students in the various categories of scholastic ability outlined herein for the respective years reveal some vital statistics. Table II summarizes this information.

As table 2 indicates, 1,100,000 fifth-grade students entering elementary schools in 1950 dropped out of school before graduation in 1958, and one million fifth-grade students entering elementary schools in 1955 dropped out of school before graduation in 1963. Table 2 also reveals that of the fifth-grade students entering elementary schools in 1955, there were 110,000 with the potential to complete college who dropped out, and 500,000 with the potential to complete vocational-technical programs who withdrew from school prior to graduation in 1963. An additional 390,000 with I.Q.'s below 90 also dropped out of school.

If the nine studies summarized in table 1 are representative, they reflect an enormous potential loss to our society. Moreover, regardless of how versatile the school curriculum, how effective the guidance services, or how many special programs developed, it will not be possible to keep every potential dropout in school. The home, the church, and other societal institutions must assist the school if the problem is to be solved. However, through the united efforts of all the institutions in our society this tremendous loss of human resources and talent could be reduced to a negligible one.

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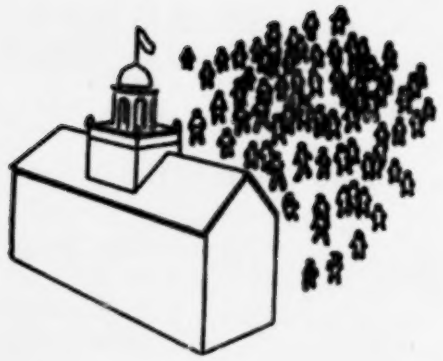

ENROLLMENT, TEACHERS, AND SCHOOLHOUSING

Highlights From the Fall 1963 Survey of Public Schools

CAROL JOY HOBSON and SAMUEL SCHLOSS

EVERY FALL State departments of education report to the Office of Education on selected basic items of information about public elementary and secondary schools. The statistical material which follows has been adapted from two advance releases and the comprehensive report which the Office of Education is preparing for publication.

Growth of population

During the past year, the school-age population (ages 5–17 years, inclusive) continued to show a higher rate of growth than the total population. From October 1, 1962, to October 1, 1963 the estimated school-age population rose from 46,978,000 to 48,342,000, a gain of 1,364,000, or 3 percent. During the same period, the estimated total population increased from 186,601,000 to 189,306,000, or 1.4 percent.

Pupil enrollments

Enrollments in public elementary and secondary schools rose to a new peak of 40.2 million in the fall of 1963, an increase of 1.5 million or 3.8 percent over the fall of 1962. The effects of the high postwar birthrate are being felt increasingly in high schools, where enrollments are growing more rapidly than in elementary schools. During the past year, elementary school enrollments rose 2.2 percent to 25.8 million, while secondary school enrollments rose 6.8 percent to 14.4 million.

High school graduates

About 1,711,000 students graduated from public high schools in 1962–63, representing 71 percent of the class that entered the ninth grade 4 years earlier. The proportion of ninth grade students staying on to graduation has been increasing slowly but steadily in recent years.

Classroom teachers

Approximately 1,576,100 full-time and part-time classroom teachers were employed by local school districts—908,500 in elementary schools and 667,500 in secondary schools. This was a gain of 4.5 percent over the 1962 total, as compared with an increase of 3.8 percent in the number of pupils.

Minimum requirements for standard teaching certificates

The minimum requirements for regular or standard teaching certificates in the various States include completion of prescribed semester hours covering (1) general education, (2) professional education, and (3) directed teaching. State departments of education were asked to report on the general education requirements for the lowest regular teaching certificate. For a regular elementary certificate, 45 States require a bachelor's degree, 4 States require 2 years of college, and 1 State requires less than 2 years. For regular high school certificates, 47 States require a bachelor's degree; the other 3 require a master's degree or its equivalent.

Teachers with substandard credentials

Because of the shortage of fully qualified teachers, States permit the temporary employment of teachers with substandard credentials until an adequate supply of qualified teachers becomes available or until the temporary or emergency teachers obtain the necessary qualifications. The standards for "regular" certificates as well as for emergency or temporary certificates vary among the States. For this reason interstate comparisons should be made with caution. Last fall, more than 83,000 or 5.3 percent of the full- and part-time teachers employed in the public elementary and secondary schools failed to meet full State certification standards. Approximately two-thirds of all teachers with substandard credentials were employed in elementary schools.

Local school districts

The number of local school districts has been dropping steadily for many years as a result of reorganization and consolidation of small and nonoperating districts. The 31,700 districts in the fall of 1963 represented about half the number 10 years earlier. Of the 1963 total, 3,900 districts did not operate schools but paid

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tuition for their children to attend schools in adjacent districts.

Classrooms completed

Local school districts completed about 65,300 classrooms during the 1962–63 school year, the lowest number completed in the past 7 years. Completions include new construction and the conversion of other space to instructional purposes.

Classrooms abandoned

About 17,000 classrooms were abandoned during 1962–63 as a result of consolidation of school districts, population shifts, and obsolescence of buildings. This total includes the rooms converted from instructional purposes to other uses and rooms destroyed by fire, storms, or other causes.

Classrooms available

The States reported that 1,487,000 publicly owned classrooms were available at the beginning of the 1963–64 school year, an increase of 48,300 over the number last year.

Classrooms scheduled for completion

State education agencies reported that 59,770 classrooms are scheduled for completion by local school districts in 1963–64. However, experience with recent surveys indicates that completions may exceed this figure.

Pupils in excess of capacity

About 1,659,000 public school pupils, representing 4.1 percent of the total enrollment, were in excess of normal capacity of accessible public school plants in the fall of 1963. These pupils were in overcrowded classrooms, in makeshift or improvised facilities, or were attending school for less than a full school day. This is about 8,000 less than the number in the fall of 1962.

These 1,659,000 pupils in excess of normal capacity do not represent the total number of pupils affected by insufficient public school classrooms since their classmates are also sharing the inadequate quarters. For example, if there are 42 pupils in a classroom designed for 30 pupils, only 12 are counted as "excess" enrollment, but all of the 42 pupils would be adversely affected.

Pupils on curtailed sessions

Data on the number of pupils attending school on curtailed sessions include all pupils on so-called half-day sessions, double shifts, or reduced time. In the fall of 1963, 35 States and the District of Columbia reported a total of 409,000 pupils on curtailed sessions. About 61 percent of these pupils were in elementary schools.

The use of curtailed sessions is one of several expedients employed by school officials to accommodate pupils in excess of the normal capacity of available classrooms, frequently the last resort expedient. Other means of accommodating excess enrollments include overcrowding the classrooms, or the use of improvised, makeshift, or rented facilities.

About half of the pupils on curtailed sessions are included in the category of pupils in excess of normal capacity.

Classroom shortage

Although 348,500 classrooms were completed during the past 5 years, the shortage of classrooms remains at a high level. During this period, the States have reported the following classroom need each fall: 1959—135,300; 1960—142,500; 1961—127,300; 1962—121,200; and 1963—124,300. Of the 124,300 classrooms needed in the fall of 1963 to house the pupils actually enrolled, 59,400 were needed to accommodate the 1,659,000 pupils in excess of normal capacity and 64,900 to replace unsatisfactory facilities. (The 64,900 figure does not represent all of the unsatisfactory rooms in the Nation, but only the rooms needed to replace those currently housing pupils.)

In the fall survey questionnaire, the Office of Education provided general guidelines for the States in determining the number of classrooms needed but did not establish national standards for normal capacity or unsatisfactory facilities. State education agencies in 34 States set statewide standards of normal capacity in the questionnaires they used for collecting data from their school districts. Few States, however, set specific standards for assessing unsatisfactory facilities. Because of changes in data-collection procedures in the States and because of varying State and local standards for determining normal capacity and unsatisfactory facilities, care should be taken in making comparisons between States and from year to year. The classroom shortage figures represent a general level of need rather than an absolute count based on uniform standards.

Other evidence of inadequacy in the condition of public school classrooms was released last July by the Office of Education. A *Fact Sheet* summarizing the results of the National Inventory of School Facilities, taken in the spring of 1962, shows the following facts: 235,000 or 16 percent of the 1,478,649 classrooms in use were built before 1920; 51,000 of these 235,000 classrooms were constructed of combustible materials; 154,000 classrooms, including 103,000 built after 1920, were constructed of combustible materials; 30 percent of the public school children attended school in buildings that had an average of 30 or more pupils per classroom. These figures were obtained in a building-by-building survey in which the concepts and definitions used were different from those in the annual fall survey. The Inventory figures are therefore not another set of classroom shortage figures; they do, however, provide related information which attests to the seriousness of the school-housing problem.

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